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once the clear intent is found to create the power. The real rest of the supremacy of treaties, therefore, lies beyond the mere words of the Constitution, albeit the treaty power rests upon grant from that instrument and not upon sovereignty, for as Mr. Burr explains, the basic fact of the problem is "that the treaty making power is in its essence a power to deal with parties—all other powers granted to the Federal government or reserved to the States, are powers to deal with *subjects*." A treaty is a contract made with another sovereignty. The power thus to contract must necessarily be unrestrained, otherwise our government would be rendered powerless in its international relations, a condition of affairs which existed under the confederation and which the framers of our Constitution so zealously sought to remedy.

Mr. Burr's closing discussion of the methods of enforcement of the treaty-making power as affecting the police powers of the States is particularly opportune, in view of recent events in California. What he says is believed to be sufficient to dispel any existing misapprehension as to the inherent power of the Federal Government to insure the enforcement of treaty provisions, and in this connection he offers a wise suggestion to amend certain sections of the revised statutes, so as to cover treaties.

WILLIAM C. COLEMAN.

*The Old Colonial System, 1660-1754.* By GEORGE LOUIS BEER.

*Part I. The Establishment of the System, 1660-1688.* In two volumes. (New York: The Macmillan Company, 1912.)

Mr. Beer's volumes offer very little of interest to the student of political science, except so far as the latter is concerned with the economic backgrounds of his subject. The treatment here given of the old British colonial system is everywhere commercial and financial and the author expressly excludes from his view the political and constitutional aspects of the system as foreign to his purpose. He states, and rightly, that British colonial policy was essentially economic in character and that any presentation of the application of that policy in the colonies must concern itself first of all with trade, commerce, and finance. In his grouping of the colonies he substitutes for the customary classification based on internal political organization one determined by the place which the colonies occupied in the self-sufficing empire, somewhat after the fashion of the eighteenth-century distinction between bread and sugar colonies, with the southern boundary of Pennsylvania mark-

ing the dividing line. Only incidentally does he recognize the importance of political factors.

At the same time Mr. Beer cannot wholly avoid reference to political things. He acknowledges that even in the royal colonies such political disturbances as Bacon's rebellion in Virginia hampered the efficiency of the administrative system and interfered with the enforcement of the laws. In the corporate and proprietary colonies, he agrees, the difficulties that England met with in the application of her policy were fundamental and in the fullest sense of the word political. The quarrel with Massachusetts after 1660 was due in large part to the determination of that colony to remain a politically independent commonwealth and to ignore England's commercial requirements, denying to the mother country more than a nominal authority. The complaints against both Massachusetts and Connecticut were political as well as economic, and readers of Randolph's reports and Gershom Bulkeley's *Will and Doom* will feel that in Mr. Beer's study of the system in New England the political status should have had a larger place. The revocation of the Massachusetts charter in 1684, however much due to economic causes, was a political event, as it marked the first definite advance in the extension of imperial control over the colonies as a whole.

To Mr. Beer the "Colonial System" is a strictly economic affair and he has interpreted it in strictly economic terms. In one sense he is justified in so doing, for he sees only its economic aspect and disclaims all intention of writing a political history of the colonies. In another sense he is without justification, for the student has the right to demand of a work bearing such a comprehensive title something more than a disquisition upon trade, commerce, customs, revenues, and the slave trade. The British colonial system concerned the executive, administrative, military, and judicial organization of the royal colonies and the maintenance of peace and harmony within their borders. It embraced also land distribution and the accompanying incidents of tenure, and it concerned itself with important phases of ecclesiastical activity. It had a necessary and intimate connection with legislation and the execution of the laws, with grievances and appeals, with commissions and instructions to the governors and others, and in general with the exercise of the royal prerogative in America. A student attracted by the title might expect to find here a study of the mutual interdependence of the political and economic parts of the subject and of the influence of the system upon democratic tendencies in the colonies. He would also expect to find some conclusions as to how far the success of

the system meant subjection in matters of colonial self-control and the subserviency of local needs and desires to the higher demands of the empire. But except for an occasional hint that arouses expectation, these subjects are passed over.

Within the lines that he has laid down for himself, Mr. Beer has contributed a notable piece of work, which in documentation and insight maintains the standard of his earlier volumes. I believe that it would profit every student of political science to read it, if for no other reason than that the political aspects of history cannot as a rule be interpreted without reference to the social and economic needs of a people.

CHARLES M. ANDREWS.

*The New City Government. A Discussion of Municipal Administration Based on a Survey of Ten Commission Governed Cities.*

BY HENRY BRUÈRE. (New York and London: D. Appleton and Company, 1912. Pp. vii, 438.)

This volume is a notable example of the practical service which may be rendered to the cause of better municipal government by bureaus of municipal research. It was for the Metz fund of the New York bureau of municipal research that in August and September, 1911, a personal survey of ten commission governed cities was made. The cities selected for the survey are Cedar Rapids and Des Moines, Iowa; Kansas City, Topeka and Wichita, Kansas; Dallas, Fort Worth, Galveston and Houston, Texas; and Huntington, West Virginia.

The present work, the result of the survey, the author presents as a "discussion of commission government—based on an administrative survey—intended to provide a fact basis for judgment regarding the general character of commission government administration." On examining the book one is soon convinced, however, that the "discussion of commission government" is incidental to an exposition of the results of a thorough and searching application to these ten cities of the standards of scientific municipal administration as conceived by the New York bureau of municipal research.

The volume falls logically into two parts. The first five chapters, introductory in their nature, present the "New Standards of City Government," explain the purpose of the survey, and present an exposition of commission government, and its relation to the efficiency movement. In the remaining nine chapters, that portion which gives the work its distinctive value, the author shows in minute detail the manner in